UNITED NATIONS

Convention to Combat Desertification

Distr.
GENERAL

ICCD/COP(3)/5/Add.2 (D)
23 August 1999

ENGLISH
Original: ENGLISH/FRENCH

CONFERENCE OF THE PARTIES
Third session
Recife, 15-26 November 1999
Item 8 (a) of the provisional agenda

IMPLEMENTATION OF THE CONVENTION

REVIEW OF REPORTS ON IMPLEMENTATION OF AFFECTED AFRICAN COUNTRY PARTIES, INCLUDING ON THE PARTICIPATORY PROCESS AND ON EXPERIENCES GAINED AND RESULTS ACHIEVED IN THE PREPARATION AND IMPLEMENTATION OF NATIONAL ACTION PROGRAMMES

Addendum

COMPILATION OF SUMMARIES AS PRESENTED IN THE NATIONAL REPORTS SUBMITTED BY AFRICAN COUNTRY PARTIES*

Note by the secretariat

1. The Conference of the Parties, by its decisions 11/COP.1 and 5/COP.2, requested the secretariat to prepare a report based on the information contained in national reports, to be considered by the Conference of the Parties at its third session. Only African country Parties are required to present their reports to COP.3.

2. Decision 11/COP.1 provided guidelines and procedures for organizing and presenting the national reports and required in particular a summary of the national reports, not exceeding six pages.

3. This document contains the summaries of national reports submitted by eight African country Parties. The concerned countries are: Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Senegal and South Africa. The secretariat will also make this compilation of summaries of national reports available on the Convention's Website (**www.unccd.de**) for wider circulation.

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1. National strategies and plans in the socio-economic field

With regard to infrastructure and basic social services, some major programmes and initiatives are in progress or due to be undertaken. These include:

- The National Programme for the Construction of Rural Roads, covering 11,200 kilometres;

- The Programme for Grouped Supply of Drinking Water to Rural Populations: 31,000 localities, for the benefit of 11 million inhabitants;

- The Comprehensive Rural Electrification Programme, which provides for the electrification of 150,000 homes by the year 2010, i.e. a rate of electrification of about 80 per cent;

- The Social Priorities Programme (BAJ1), which aims to improve access to basic education and reduce the disparities in school enrolment between boys and girls.

2. National strategies and plans to combat desertification given priority for the CCD

Several plans, strategies and programmes have been instituted recently. Some of these plans, strategies and programmes have a clearly stated sectoral scope. Others, fewer in number, have instead a horizontal mission of integrated development, involving several actors. These plans and programmes include:

1. National Plan to Combat Desertification: the National Plan to Combat Desertification was elaborated in 1986, in accordance with the recommendations of the International Conference on Desertification held at Nairobi in 1997.

2. National Catchment Basin Management Plan: the elaboration of this plan commenced in 1990. It was finalized and approved at the national seminar organized in 1995.

3. National Irrigation Programme: the National Irrigation Programme combines the elements of State policy on intervention in the irrigated sector between 1993 and the year 2000. This programme is concerned with 250,000 hectares of new developments and 200,000 hectares of rehabilitation of existing perimeters. It enabled the irrigated area in Morocco to be increased to approximately 1 million hectares in 1997, out of a potential irrigable area of around 1,350,000 hectares.

4. Master Plan for the Conservation of Bour Land: the elaboration of this plan is part of the new policy of the public authorities,

which are more responsive to the requirements of development of rain-fed agricultural zones abandoned for a long time.

5. Master Plan on Reforestation: the elaboration of this plan, finalized in 1997, is in keeping with a recommendation formulated in the forestry development strategy.

6. Master Plan for Protected Areas: this plan, elaborated in 1994, aims to identify and map sites of biological and ecological interest, classify them in accordance with the international nomenclature and propose methods for managing the sites that would guarantee their conservation and proper utilization.

7. Rangeland Development Strategy: this strategy is one of the options to combat desertification, protect the environment and mitigate the hazards that penalize the most deprived social categories. It involves a radical reconsideration of the approach to pastoral management in all its phases of design, execution and follow-up and evaluation.

8. Rural development project for the western Rif: launched in 1965 and redefined in 1968, this project is intended to contribute to the rural development of the western Rif and deal with the risks of erosion threatening the region.

9. Integrated development projects: these projects, which are a comprehensive and voluntarist option in public agricultural policy, concern a generation of projects promoted by the World Bank at the end of the 1970s.

Several important lessons may be drawn from these experiences and serve to guide future action better. They can be summarized as a lack of integration and of an overall vision, with the predominance of sectoral approaches, insufficient institutional machinery for consultation, and poor mobilization of the key actors: farmers, local communities, professional organizations, NGOs, etc.

The holding of the Rio Conference and all that entailed in terms of international conventions and the adoption of basic principles, provided new momentum with emphasis on the concepts of consultation, integration and participation and giving civil society a central role in the conduct of the development process.

3. Institutional measures taken to implement the Convention

National Coordinating Body (NCB)

At the institutional level, the structures and bodies set up with a view to achieving sustainable development and combating desertification are:

- The National Environmental Council (CNE) and its regional and local forums, the regional environmental councils and local environmental councils.

- The National Committee to Combat Desertification (CNLCD).

- The National Coordinating Body forming the core of the CNLCD and bringing together the actors most involved in activities for the implementation of the CCD, in particular the Departments of Agriculture, Water and Forests, Equipment and the Environment, and representatives of NGOs.

- The focal point for the Convention, located in the Ministry of Agriculture, Rural Development and Fisheries.

Institutional framework to combat desertification

Among the most important measures adopted with regard to institutional adjustment and strengthening and to combating desertification, we may note:

- The revision, in 1995, of the powers of the National Environmental Council and their broadening by the establishment of regional and provincial environmental councils;

- The institution, in 1999, of an interministerial council and interministerial committee for rural development to give greater impetus to the rural development process;

- The promulgation, in 1995, of Law No. 33/94 concerning the perimeters for utilization of bour land. This law establishes the legal framework for intervention (management-protection-partnership) at local level.

- The study and proposed reform of the institution of agricultural credit facilities (CNCA) and credit arrangements for farmers by developing particular mechanisms for the revitalization of family smallholdings not eligible for ordinary loans.

Among the capacity-building measures, we may note in particular:

- The Action 30 capacity building programme, supported by UNDP as part of the Capacity 21 programme and with the assistance of UNFPA.

- The Morocco/UNDP cooperation programme MOR/97/004 (support for environmental protection; natural resource management and promotion of renewable and alternative sources of energy). This programme (1997/2001) is focused on local capacity building (mainly bour exploitation zones).

4. NAP integrated within the Economic and Social Development Plan (ESDP)

The simultaneous preparation of the ESDP (1999/2003) and of the NAP/Morocco is a fortunate coincidence favouring integration of the basic concerns entailed by the implementation of the CCD with respect to economic and social development.

At the same time, a subregional programme has been identified and supervised by the Arab Maghreb Union (AMU) for the purpose of combating desertification in the North African region.

5. Coherent and functional legislative and regulatory framework

The legal and institutional component was the subject of a study dealing with the main existing provisions and analysing and formulating proposals for their revision, harmonization and redesign.

The redesign and revisions proposed are guided by the desire to promote interventions for rural development and protection of natural resources, based on a new conception of the State's role, including within the context of decentralization, and on the fundamental principle of enhanced responsibility of local actors.

6. Participatory process to support the elaboration and implementation of the action programme: effective participation of the actors concerned in defining national priorities

The involvement of local as well as national actors in the process of elaboration and subsequent implementation of the national action programme is a decisive and necessary condition for maximizing the benefit of the CCD.

In Morocco, the informational and consultation process for the elaboration of the NAP was effected in two separate stages initiated respectively in 1994 (information, awareness-raising) and 1998 (local and regional consultations).

Participation in decentralized workshops is largely ensured by the local populations concerned and their professional and representative bodies, as well as by local NGOs, etc.

Furthermore, five awareness-raising and consultation workshops, designed specifically to provide for the greater involvement and mobilization of women in efforts to combat desertification, are being held in 1999. The purpose of organizing these events is to promote gender equality in the process of implementation of the CCD.

7. Consultation process: effective support by international partners

The operational plan pursued for the elaboration of the NAP and particularly the stage expected to lead to a national meeting for its approval during the summer of 1999 was established with the collaboration and assistance of the main external partners involved in the process in Morocco, namely the Federal Republic of Germany (GTZ), UNDP/UNSO, UNITAR and OSS.

In addition to their participation in the NAP planning meetings, these partners intervene, according to their specific fields of competence, in various working meetings and workshops on awareness-raising and consultation at national and local levels.

8. Measures taken or planned as part of the national action programme; adequate diagnosis of previous experiences

The analysis of experiences and projects led to a thoroughgoing review which gave rise to major changes in the thinking and practice of development agencies. There can be no doubt that in respect of the approach to the agricultural sector, substantial advances have been recorded. The key words in the new terminology are proper utilization and protection of water and land resources and participation. Even more significant in these changes is the markedly less technical and less centralized nature of the approach. In terms of hierarchy, despite the priority given to the irrigated sector in investment, it should be noted that increasing attention is being paid to other areas (rain-fed agriculture, forest sector and pastoral management) by the authorities.

9. Technical programmes and functional and integrated projects to combat desertification

Some of the above-mentioned plans and programmes have a clearly defined sectoral scope. Others, fewer in number, have instead a horizontal mission of integrated development, involving several actors.

The concepts of sustainable development associated with Agenda 21 and those underlying the implementation of the CCD increasingly constitute benchmarks and the rule for the revision and adaptation of various existing plans and strategies.

The NAP in preparation is designed as a programme linking and harmonizing these various plans and strategies.

10. Action programme executed in accordance with the priority areas contemplated by the Convention

Within the framework of preparation for the NAP and pending its adoption, expected in the summer of 1999, the actions identified and due to be introduced gradually in the various existing plans and strategies and to constitute the fundamental elements for the implementation of the NAP cover the concerns of control of the inventory of resources, promotion and progressive generalization of the concept of conservation-based management of resources, the establishment of a funding mechanism, the successful operationalization of the SCID and encouragement of subregional, regional and international cooperation efforts.

11. Links established with the subregional and regional action programme

- NAP/SRAP integration: it is envisaged that the two programmes should be complementary, with the SRAP supporting and promoting the implementation of the NAP.

- With regard to cooperation in scientific follow-up and evaluation, three projects involving Morocco and other African countries are being undertaken; these are the "Green belt for North African countries" project, the ROSELT project and the CAMELEO project.

12. Effectiveness of local capacity-building measures

The most important structural measures relating to local capacity-building include:

- The institution of regionalization and decentralization (Law No. 7/96 of April 1997);
- The promulgation of Law No. 33/94 on perimeters for bour exploitation;
- Revision of the rules concerning forests and the preparation of a forest code;
- The institution of a standing interministerial council and a standing interministerial committee on rural development.

13. Financial resources allocated from the national budget to support the implementation of the Convention and financial assistance and technical cooperation received and required, with an indication of needs and their order of priority

With regard to internal mechanisms and sources of funding, several initiatives for the reform and adaptation of existing mechanisms to the requirements of local development have been undertaken or are about to commence; these concern the rural development fund, the road fund, the youth employment fund and the communal equipment fund, as well as the reform of agricultural credit facilities and arrangements for loans to farmers and the direction of investment by Moroccan Nationals Abroad (RME) to economic activities and services in rural areas.

14. Financing acquired and requested for the plan

The regular functioning of the CNLCD and of the steering committees is the responsibility of the ministerial departments concerned and in particular the Departments of Agriculture and of Water and Forests (CCD focal point).

The NAP-Morocco process is accompanied and supported by the Federal Republic of Germany, UNDP, OSS and UNITAR. The Federal Republic of Germany and UNDP have made a financial contribution of about $100,000 for the first and $30,000 for the second.

15. Technical cooperation

In this area, the NAP components for which a need for assistance was felt and expressed are the establishment of the national profile of efforts to combat desertification and the implementation of the SCID/Morocco, the design of indicators and a system of follow-up and evaluation of the efforts to combat desertification, as well as assistance in the formulation of projects to combat desertification and their submission to the global mechanism.

The first two components, i.e. the establishment of the SCID and the system of indicators, are covered by complementary assistance from UNITAR and OSS. Funding is being sought for the proposed project concerning indicators, in particular from IFAD.

16. Review of benchmarks and indicators used to measure and evaluate progress achieved: functional mechanisms for follow-up and evaluation

Databases are being established and updated by the competent structures under the Departments of Agriculture, Water and Forests, Equipment, Environment and Planning.

With regard to the mobilization and use of various data by the CNLCD, the two innovations referred to under item IV, namely the SIDE and SCID systems, are the most important areas of work.

MOZAMBIQUE

Mozambique signed the United Nations Convention to Combat Desertification (UNCCD) in 1994 and in November 1996 the CCD was ratified by the Parliament.

The implementation of the CCD activities is coordinated by the Ministry for Coordination of Environmental Affairs (MICOA) created in 1994 which has the mandate to coordinate, supervise and monitor environmental management in Mozambique and encourage and support other sectors in the proper planning and utilization of the country's natural resources. MICOA is the national focal point for the implementation of the Convention.

A National Coordinating Body (NCB) comprising representatives of the main institutions dealing with issues related to drought and/or desertification has been set:

- The Ministry for Coordination of Environmental Affairs (the CCD focal point);
- The National Directorate of Forestry and Wildlife (Ministry of Agriculture and Fisheries);
- The National Directorate of Agriculture (Ministry of Agriculture and Fisheries);
- The National Directorate of Waters (Ministry of Public Works and Housing);
- The National Institute of Meteorology (the Ministry of Transport and Communications).

The private sector and University Departments have nominated contact persons who participate on an ad hoc basis on their activities related to UNCCD.

The NCB is coordinating the preparation of the National Action Plan (NAP) and the establishment of the National Desertification Fund (NDF) in collaboration with relevant institutions.

The NCB is not yet formalized and is currently preparing a draft proposal in order to become an official body with relative autonomy, responding directly to the Permanent Secretary or Minister for Coordination of Environmental Affairs.

The NCB has established a network with its core at MICOA meeting monthly to evaluate and/or review programme of activities. The NCB is creating an inventory of all the databases existent in the country relevant for drought and desertification matters.

The NCB members would greatly benefit from capacity-building aimed at making them more effective in their activities and/or roles. This assistance is required for capacity-building.

For the preparation of the NAP members of the NCB travelled to drought prone areas in the country to raise awareness and collect views at both the local community level and the level of authorities or decision makers.

The current stage of the NAP process comprises the dissemination of information and the creation of awareness of the different stakeholders (decision-making bodies, local communities, NGOs, etc.) for the First National Forum on CCD planned for the last quarter of 1999. During the NAP preparation process meetings were organized with local communities and representatives of relevant institutions (Agriculture, Health, NGOs, etc.) at the local and district levels for selected provinces only. The main objective of the meetings is to collect information regarding:

- Role of women regarding natural resources use and management;
- Projects considered a priority by the local stakeholders;
- Indigenous knowledge on drought and desertification combat.

Constraints to more complete participatory process include:

- Lack of capacity for NCB members;
- Lack of resources (cars, human resources, funds, communications, etc.);
- Existence of remote areas with poor access;
- Landmines limit the access to some rural areas;
- Poor communications in many rural areas.

At higher government level the awareness-building programme is in process.

The main constraints for the formulation of the NAP are:

- Lack of technical capacity;
- Lack of human and material resources;
- Lack of financial resources;
- Weak inter-institutional coordination;
- The NCB is not a formalized body. Its members can only allocate 5 per cent to 10 per cent of their time to carry out NAP activities, due to other responsibilities at their places of work;
- Weak communication, etc., in Mozambique.

The Government of Mozambique has formulated and adopted a National Environmental Management Programme (NEMP) in 1995, which is the master plan for the environment in Mozambique. The NEMP contains the Environmental Policy of Mozambique, the framework Environmental Laws and the strategy to address the environmental problems of the country.

The overall objective of the NEMP is to address environmental management as an important component of the Government's five-year programme for poverty eradication and sustainable development.

With regard to the CCD key targets NEMP include:

- Ensuring adherence to and implementation of international conventions;
- Establishment of comprehensive information system to analyse and monitor status of natural resources.

The Framework Environmental Law was passed by the Parliament in October 1997. Relevant to the United Nations Convention to Combat Desertification (UNCCD), the Framework Law provides for the creation of a National Council of Sustainable Development to pronounce on sectoral policies related to the natural resources management and proposals on international conventions dealing with environmental aspects.

Other recently approved policies and legislation which will be taken into account in the formulation of the NAP are the following.

Land Policy (1995) and Land Law (1995) which guarantees customary or traditional land access rights of rural population.

Forest and Wildlife Policy and Strategy (1997) aims at improving the management and conservation of forest resources in order to contribute to sustainable national and local development, proper use of the land and conservation of the biological diversity.

Based on the NEMP the Ministry for the Coordination of Environmental Affairs (MICOA) drew up a **Programme Support Document** (1996) which identified priority activities and management areas for donor funding.

The **Programme Support Document** was presented to a donor meeting in 1996. Funds to support the implementation of NEMP activities are provided by several donors administered by the UNDP in the form of a **Programme Support Implementation Arrangement (PSIA)** initially drawn up in 1996.

In this rolling programme, it is incumbent upon MICOA to prepare and submit an annual work plan to UNDP indicating the activities to be carried out for each year. For 1999 several activities relevant to the CCD are identified for funding most notably through Objective B3: **"Convention to Combat Drought and Desertification implemented and disseminated"**.

Specifically with regard to the Convention, there are currently several donors interested in supporting CCD activities in Mozambique and a better coordination in order to avoid duplication of efforts is required. Finland, through its Embassy in Mozambique has shown interest in being the lead donor to support CCD activities. The Government of Mozambique also contributes through the State budget for the CCD activities. It also pays salaries for the NCB members at their places of work. In quantitative and qualitative terms this support does not meet the needs required for the efficient implementation of CCD-related activities.

National Strategy and Action Plan for the Conservation of Biological Diversity in Mozambique (currently in the final phases of formulation) the overall goal of which is the conservation of biological diversity and the maintenance of the ecological systems and processes taking into account the need for sustainable development and a fair and equitable distribution of the benefits arising from the use of biological diversity.

An additional study being carried out is related to the vulnerability and adaptation of Mozambique to climate change in the context of the UNFCCC. This study is being conducted with assistance from the United States of America and UNDP through GEF.

The overall objective of the NEMP is to address environmental management as an important component of the **five-year governmental programme** towards poverty eradication and promotion of sustainable development. The programme will also address capacity-building issues primarily for the new Ministry of Environment, which has the mandate to coordinate national policies towards sustainable development, and to implement the national objectives formulated in the NEMP.

NAMIBIA

Overview: Namibia is the most arid country south of the Sahel and consequently has a variable climate and frequent low rainfall years. "Disaster droughts" are not unknown. Before independence in 1990, Namibia's landscape was divided into the commercial farmlands, where all efforts to improve farming methods and prevent soil erosion and other forms of degradation were concentrated. The majority of the people lived on communal

farmlands where little attention was paid to farming methods and prevention of land degradation. Although the land tenure situation has not changed dramatically with independence, the focus of government and NGO efforts to combat desertification have shifted to communal farming areas. A variety of approaches and programmes to community based natural resource management focusing on sustainable cropping, animal and rangeland development has been implemented with only mixed success.

Namibia has been directly involved in the combating of desertification since it prepared its Green Plan and participated in the UNCED conference in Rio in 1992. In 1994 it initiated Namibia's Programme to Combat Desertification (Napcod), a programme that involves the Government of the Republic of Namibia, non-governmental organizations and the private sector. The following summary provides an overview of Namibia's National Action Process as it applies to desertification specifically and more broadly to sustainable use of natural resources.

Policy: The Directorate of Environmental Affairs of the Ministry of Environment and Tourism has elaborated Namibia's Policy to Combat Desertification (1994), Namibia's Environmental Assessment Policy (1995), and the Draft Environmental Management Act (1999). These latter policies refer to sustainable use of natural resources if they do not refer to desertification per se. Many principles of the CCD are included in these policies and acts.

Other relevant policies have been elaborated by various Ministries dealing with natural resources and applicable to combating desertification, for example:

National Drought Policy and Strategy, 1997 (MAWRD) - formulated and discussed regionally, not yet operational;

National Agricultural Policy, 1995 (MAWRD) - formulated and discussed regionally, partially operational;

Water Supply and Sanitation Sector Policy, 1992 (MAWRD) - fully operational; this policy is given high priority in national development;

White Paper on Energy (MME) - formulated, considered by new projects.

Many policies in Namibia, while formulated and approved by parliament, are not implemented, strategies to support their implementation have not been elaborated and they are not backed by legislation or regulations.

Few if any of the strategies or policies elaborated to date in Namibia specifically mention the CCD although most mention land degradation. A review of environmental legislation in Namibia is ongoing and has produced, inter alia, the draft Environmental Management Act. Various endeavours of the DEA, such as the State of the Environment Reports, have added to this review of policy, legislation and regulations.

Many activities are being undertaken throughout Namibia that contribute to combating desertification. These range from provision of Rural Water Supply in conjunction with implementation of Community-Based Management

programmes to Environmental Education programmes, to Community-Based Natural Resource Management programmes, to Farmers' Unions' activities, to Drought Early-Warning Systems, to eco-tourism developments, to Drought Relief programmes, none of which is incorporated in a formal way into a NAP in Namibia. Many of these activities are, however, represented through members of the NCB.

National Coordination Body and the NAP: The Steering Committee of Namibia's Programme to Combat Desertification (Napcod) - Namibia's National Action Programme - serves as the National Coordination Body (NCB) for Namibia. Four ministries, the university, two farmers' unions and four national level NGOs are involved. The NCB began its task in 1994 when the DEA contracted the Desert Research Foundation of Namibia (DRFN), an NGO, to implement Phase 1 of Napcod. Phase 1 included broad consultation throughout the country and wide participation in a national workshop in July 1994. Phase II represents a partnership among the MET (DEA), MAWRD and the DRFN. Although many institutions are represented on the NCB, actual participation by most members is limited to attendance at quarterly meetings and will receive attention in Phase 3.

Some components of Phase 3 will be implemented under the guidance of a National Coordinator within the DEA (July 1999) while other components will be put out to tender. In particular, components identified as important in Phase 2, have been given high priority for tendering in Phase 3.

- Establishment of a monitoring system at national and local levels including an overview of the extent of desertification in Namibia;

- Strengthening of Service Providers working with communities; and

- Strengthening of CBOs themselves.

At the Strategic Planning of early 1999 it was decided that a subcommittee of experts from the NCB and other sources will support, monitor and evaluate each component. Some components that were specifically included in objectives during Phase 2 will be regarded as cross-cutting issues in Phase 3, e.g. policy in support of combating desertification, integrated, cross-sectoral planning.

Napcod Process and Phasing Summary	
Phase 1: 1994	Broad consultation and National Workshop
Phase 2: 1995-1999	Setting up structures for implementation of 8 objectives; concluded by planning for Phase 3
Phase 3: 1999-2003	Setting up structures for implementation of 5 revised objectives

Capacity-building: Capacity and institution building, applicable inter alia to problems of desertification, have been promoted by the various partner organizations of the NCB. This has taken place on the national level, particularly within the DRFN supplemented with funding from Napcod, and at the local level through implementation of Objective 6 of the Napcod project and other sustainable environment projects of members of the NCB.
Capacity-building is particularly important for Namibia as the human resources

available are limited, as compared to any of the other countries in the SADC region, because of its small population and its apartheid history when it was governed as a "5th province" of South Africa. Gender awareness is also limited and requires further attention.

As part of an institutional strengthening project of the DRFN, participatory evaluation with several communities was undertaken and provided excellent feedback used by communities working with Napcod and Töb personnel in the area. These results were incorporated into planning for the Töb project, a flanking project of Napcod also funded by GTZ, and its cooperation with Napcod in the field. Evaluation of the NAP process was otherwise limited to one formal evaluation and support mission from GTZ.

Partners and information flow: Napcod works with SADC-ELMS through various workshops and in the establishment of the Multidisciplinary Scientific and Technological Consultative Committee (MSTCC). Obliquely, Napcod is involved in the Gobabeb Training and Research Centre (GTRC), which has been selected by SADC-ELMS as the centre for training, research, appropriate technology and networking on behalf of the CCD in the region. Because of a lack of funding, however, the MSTCC is not yet functioning and the transformation of the GTRC is still in the initial planning stages.

The NCB, through its individual members, promotes information flow among various programmes addressing desertification but not falling directly under Napcod.

The Water Supply and Sanitation Sector Policy has Community-Based Management as one of its basic tenets including ownership and management by communities of their own water supply infrastructure. The amendments to the Nature Conservation Ordinance have allowed for the formation of conservancies implemented under the CBNRM programme. The decentralization policy of GRN, starting to be implemented by the MRLGH, should also contribute to involvement and responsibility by local populations. A number of individual projects, programmes and initiatives have incorporated measures to raise awareness, inform and educate local populations to enhance their participation. Coordination remains a weak point.

Participation and awareness generation: Individual measures have been taken to ensure real participation by local populations and local authorities in decision-making concerning natural resources. This is a major focus of Napcod and the associated Regional Awareness programme. These measures have usually been associated with specific activities, e.g. infrastructure development, conservancy formation and similar focused developments, not under the direct ambit of Napcod. For example, the Minister of MAWRD has recently initiated a catchment level management system for water in Namibia that should lead to participation of regional level decision makers and local inhabitants while many environmental assessments have involved full participation of interested and affected parties. Napcod NCB members are represented on the catchment initiative and the Chairman of the NCB oversees the environmental assessment procedure. All of these initiatives and measures have been undertaken apart from the influence of Napcod per se, however, many were

undertaken with recognition and appreciation of the UNCCD principles, some supported more strongly than others, and can be expected to inform Napcod in the future.

Under Phases 1 and 2, a strategy developed by the DRFN, for communications and public awareness, was adopted by the NCB. Awareness campaigns have been conducted in an ad hoc manner, using the strategy document as a basis, in response to various international days and similar events, in cooperation with a variety of partners. The messages and contents have been related to various identified aspects of desertification, e.g. bush encroachment and ratification of the CCD. Different social and institutional categories have been targeted by various awareness campaigns.

Funding: Under the Urgent Action for Africa programme, the GTZ provided funding for a two-year programme of raising awareness with regional councils in the north of Namibia. Napcod itself has not been decentralized except through the activities of its regional facilitators in Phase 2 and through its participation in FIRM. The Regional Awareness Programme is taking place in Namibia's four most populated regions in the north and is totally decentralized. Local governments have been involved in identifying problems requiring attention and have assisted in the programme itself through identification of training needs and training of community representatives. Regional service providers have also been closely involved in the process.

The German Government through the GTZ has been the main supporter of the Napcod programme through the DEA/MET. The GTZ adviser for desertification sits on the NCB and acts as a full partner in the NCB. During the five years of implementation of Napcod the GTZ has provided about N$ 6 million (approximately US$ 1,000,000). A number of other projects and programmes that support the combating of desertification are funded by donors through the DEA, MET and other government ministries, and through NGOs. Government contributions support staff and infrastructure used by the ministries. NGOs have independent funding in addition to that received through the Napcod programme. Additional funding, to implement key components of its vision, is however lacking.

Benchmarks and indicators: Biophysical and socio-ecological indicators for environmental monitoring were established in three sites with differing land tenure and land use practices although experiencing a similar climate. These were derived together with the community farming with livestock in the area and may prove sustainable. Still required elsewhere in Namibia in other agro-ecological zones are baseline studies of benchmarks and indicators for sustainable development with specific relevance for desertification control. Similarly, impact indicators are required for the Napcod process.

Overall results: The results from the NAP programme are summarized below.

1 - The identification and analysis of the actual and potential key players related to land degradation (those instrumental for the causes and the solutions of the problem) at different levels is an important element in Napcod's strategic approach. Actors (and their respective organizations) instrumental to both the stated problem (desertification) and its solution

(promotion of sustainable and equitable use of natural resources) have been identified at the national level. In particular Napcod's media activities have utilized this information to focus their awareness-raising activities

2 - Raising awareness about desertification, promotion and coordination efforts to combat the causes of this phenomenon, using newsletters, radio programmes, press releases and other media outputs were objectives of Phases 1 and 2. Napcod achieved widespread media coverage and general public exposure to the phenomenon and symptoms of "desertification" in Namibia. Information materials are now available and can be reproduced at relatively low costs. It can be expected that the issue of land degradation will continue to feature implicitly or explicitly in the media.

3 - Development of integrated planning strategies at all levels and introduced on the basis of clearly defined policies was addressed in Napcod 2. Integrated planning is hard to pursue as a separate objective, since it is essentially a strategy for achieving the goals of Napcod, not an output by itself. Although a preliminary report was produced, there was no agreed strategy and/or action plan to be followed during implementation of Phase 2.

4 - The objective defined as appropriate interdisciplinary research programme elaborated and implemented was never fully institutionalized but resulted in a number of studies being completed. Preliminary research results and applied methodologies, particularly for community-based action research, have been successfully documented and presented at various international conferences.

5 - Training and education was one of Napcod's cross cutting strategies, formulated as a separate objective: Appropriate training and education provided according to needs and at all levels. In terms of training, almost 100 students, mainly from Namibia, have gained professional experience through Napcod. Several of them have later been engaged as staff or have been otherwise employed in the environmental "field". In addition, capacities of Napcod staff members have been built, not only through tailor-made training sessions, but also through general participation in the Programme.

6 - Natural resource users and managers empowered to plan and implement sustainable management practices in an integrated and decentralized manner was the major objective of Napcod Phase 2 and for which two pilot areas were established. Some areas of community action have been identified but follow-up will require institutional linkages, which still have to be established. The setting up of a community-based monitoring system of biological indicators seems to have gone a long way at one of the two pilot sites and probably has a good chance of becoming sustainable if activities could be continued. Flow of information has been a problem and resulted in the Steering Committee not at all times being well informed of the activities taking place in each of the outreach areas. On the whole, tangible achievements have been limited.

7 - This objective was meant to address the indirect or underlying causes of land degradation and had the original formulation: Identification and implementation of incentives to change human activities and support sustainable natural resource management. The 1997 Support Mission rightly

concluded that the strategy of influencing the frame conditions in order to positively influence the behaviour of natural resource users represents probably the most tangible and important field of intervention with regard to broad impact on combating desertification. The report on Policy Factors and Desertification provided an important breakthrough in the understanding of one of the important root causes of environmental degradation in Namibia, the policy framework. As a direct spin off can be seen the incorporation of some of the insights into the new Drought Policy and Land Bill. The report also provides useful entry points and support for integrated planning and intersectoral collaboration.

NIGER

1. Priorities established within the framework of sustainable development plans or policies

The various national plans and programmes for sustainable development elaborated in Niger before and after the signature of the Convention have given prominence to policies and strategies for combating desertification and its consequences. The year 1984 is a landmark year, as this was when the great discussion on desertification was held at Maradi. Since gaining its independence, Niger, a Sahelian country, has continued to face major problems of economic and social development connected in large part with the prevailing environmental crisis. It should be recalled that more than two thirds of the national territory are occupied by deserts. In view of this situation, several national plans and strategies for economic, social and environmental development have been elaborated and implemented.

Since combating desertification was identified as a major challenge in the Economic and Social Development Plan (1987-1991), two thirds of State investment in the environmental field have been allocated to combat this scourge and its consequences. In addition, the Economic Recovery Programme elaborated in 1996 and now being implemented includes important projects to control desertification and its effects.

The National Environmental Plan for Sustainable Development (NEPSD) was elaborated in parallel with this programme as a genuine national benchmark instrument for policies, guidelines and strategies relating to implementation of the undertakings made by Niger at the Earth Summit, including the three post-Rio Conventions. This document was approved and adopted at a workshop in April 1998 by the representatives of all national actors and cooperation partners. It gives absolute priority to combating desertification in the process of achieving sustainable development in Niger. The National Action Programme on Combating Desertification and Natural Resource Management (NAP/CD-NRM), one of the six NEPSD priority programmes, is being finalized. The participatory approach and partnership constituted the essential bases for the elaboration of these two documents.

Aside from the national plans and strategies mentioned above, other sectoral plans and strategies emphasizing desertification control have been elaborated and/or are being implemented. These include projects and strategies concerning population, poverty control, conservation of biodiversity, energy, basic education, land management, etc.

Lastly, it should be noted that, pending the Rio conclusions, some environmental plans and strategies to combat desertification were elaborated and implemented. These include the Forest Action Plan, the Maradi undertaking, the National Plan to Combat Desertification, National Policy and Strategies to Combat Desertification, the Domestic Energy Strategy, etc.

2. Institutional measures taken for the implementation of the Convention

Created by Prime Ministerial Decree No. 96-004 of 9 January 1996, the National Environmental Council for Sustainable Development (CNEDD) is responsible for coordinating the implementation of Agenda 21, including the United Nations Conventions emanating from Rio de Janeiro. The CNEDD has an Executive Secretariat which has set up several technical commissions to elaborate, monitor and evaluate the implementation of NEPSD priority programmes, including the NAP/CD-NRM. The Council is composed of members of whom one third represent State structures and two thirds civil society. The latter are nominated democratically through their own structures by their peers.

The CNEDD Executive Secretariat, as the National Coordinating Body (NCB), is a public service which is not financially autonomous and operates on the basis of resources allocated by the State and cooperation partners. It is run by a multidisciplinary group of senior national staff from the civil service.

Consultations between the NCB and the groups of actors involved in the process and/or their representatives have thus far been conducted through meetings, training courses and workshops.

At the operational level, the Executive Secretariat has a range, albeit insufficient of equipment and vehicles, and follows an annual work programme adopted by the CNEDD. The evaluation, monitoring and supervision of work undertaken by the NCB are also performed by the CNEDD.

As regards data and information management, the NCB has no databases, but does have a Website and is connected to the Internet. Some data are available in certain local institutions with which it collaborates, but they are scattered and accessible to all since they do not have any legal status. Studies are under way to resolve the question.

Within the framework of coordination and harmonization of activities as part of the process of elaboration of the NEPSD and the NAP-CD/NRM, measures were recommended to strengthen the existing structures, including State structures, NGOs, associations and the private sector.

Lastly, at the legislative and regulatory level, with a view to ensuring greater participation and responsibility of populations in environmental management in general and desertification control in particular, the texts of existing legislation are being revised and new ones drafted to fit the CCD context.

3. Participatory process to support the elaboration and implementation of the action programme

The strategies developed to combat desertification have switched from the enforcement method to the promotion of sectoral and "technicist" strategies responding better to the challenges.

However, it must be noted that not all these strategies have ensured the continuity of actions or the promotion of participation by the public. Nevertheless, the emergence of new actors in civil society as from 1990, and especially NGOs, has greatly contributed to modifying the role of the State and its branches. It was, for example, decided to redistribute the roles of each partner involved in efforts to combat desertification and some new approaches have appeared.

These approaches, based on effective participation and responsibility of grass-roots communities in the design and implementation of measures to combat desertification, were the starting point for all action taken in the context of implementation of the CCD.

It was through this participatory strategy, based on a fruitful and dynamic partnership, that information campaigns were organized throughout the country in the context of the CCD, the elaboration and adoption of the NEPSD and of the NAP-CD/NRM. These campaigns were not based on any national communication or awareness-raising strategy.

The working method used by the CNEDD Executive Secretariat and its national and thematic commissions will ultimately provide for the development and strengthening of the capacities of State services, civil society and populations to conduct the process of elaboration and adoption of the NEPSD and the NAP-CD/NRM in a decentralized, devolved, participatory and responsible manner.

4. Consultative process to support the elaboration and implementation of the national action programme and partnership agreement with developed country parties and other interested entities

The awareness-raising and information meetings held by the CNEDD allowed for a large involvement and good level of participation from the cooperation partners in the process. Their input was ensured, in both physical and financial terms, in the design and elaboration of the NEPSD and the NAP-CD/NRM. Follow-up of this participation by the cooperation partners is assured by the CNEDD Secretariat through its many meetings.

For the time being, Niger does not have any one lead cooperation partner responsible for coordinating and harmonizing the partners' involvement in implementation of the CCD. Nevertheless, UNDP, Niger's major partner in this field, in fact performs the role of informal lead agency.

There is currently no formal framework for consultation and assignment of roles and tasks among countries or cooperation partners working in Niger on implementation of the CCD. However, these actors always consult one another informally before taking specific decisions (notably with regard to funding).

5. **Measures taken or planned within the framework of the national action programmes, in particular to improve the economic climate, conserve natural resources, improve institutional organization, enhance knowledge of the phenomenon of desertification and supervise and evaluate the effects of drought**

Niger is in the process of finalizing its NAP-CD/NRM in the light of the lessons drawn from implementation of all policies and strategies through regional environmental assessments and thematic studies related to the NEPSD and the NAP-CD/NRM conducted in 1997 and 1998, as well as NEPSD objectives and CCD guidelines. Projects such as the PGRN, PGTF, PASP, Energy II Project and Lower Tarka Valley Project are being taken into account in the implementation of the NAP-CD/NRM.

The 11 subprogrammes identified and incorporated in the NAP-CD/NRM project function along three strategic axes determining the priority areas of intervention, namely:

- Natural resources and their mode of exploitation;
- Risks and constraints associated with natural resource management;
- CD-NRM support mechanisms.

On the basis of the foregoing and of the needs expressed by grass-roots communities, urgent pilot actions were devised and adopted. These actions are intended to serve as the basis for a strategy of involvement and mobilization of the cooperation partners in the process of NAP-CD/NRM implementation.

All of these ideas can bear fruit only when actions for strengthening national capacity to combat desertification, including at the local level, are identified. For this reason the NEPSD calls for a relevant programme with three components, namely: institutional support; environmental information, education and communication; environmental follow-up and an environmental information system.

With regard to local capacity-building, where implementation has consistently encountered numerous problems, Niger has opted for decentralization. The adoption of Law No. 96-05 of 6 February 1996 and Law No. 96-06 of 6 February 1996 on decentralization undoubtedly lays solid foundations for local capacity-building and the development of grass-roots partnership, guaranteeing effective participation and responsibility of the populations and the institution of viable and environmentally-friendly systems of production.

The system of partnership instituted between the various actors involved in the process has been respected. Nevertheless, as regards NGOs, there are some shortcomings that need to be corrected.

For the NAP-CD/NRM, the aim is to promote local know-how and provide further momentum, with the strengthening of existing educational and training/information structures.

At regional and subregional level, Niger, as a member of CILSS and ECOWAS, liaison centres for the elaboration of the Sub-Regional Action Programme (SRAP), has incorporated into its NAP-CD/NRM the concerns and goals of the CCD at national, subregional and international level, and more specifically the guidelines of the SRAP.

In addition, it should be noted that Niger has already established such links through the NEPSD and other programmes aimed principally at ensuring food security, energy security, sustainable economic growth and poverty alleviation.

On the part of the cooperation partners, moreover, some difficulties leading to delays in the release of funds have been noted. However, taken as a whole, the bilateral and multilateral agreements signed by them with Niger in the context of implementation of the CCD have been respected and are under way or in the process of execution.

6. **Financial resources allocated from the national budget to support the implementation of the convention and financial aid and technical cooperation received or required, with an indication of needs and their order of priority**

To provide local actors with easier access to existing sources of funding, Niger has set up important mechanisms constituted in large part by institutional measures. These include legislative and regulatory instruments instituted by laws and ordinances. In addition to those relating to decentralization, we may note: Ordinance 92-037 of 21 August 1992 on rural markets, legislation on the system of decentralized funding and Law 98/96 of 29 December 1998, which created in its article 15 a National Environment Fund.

Access to resources for local actors is also facilitated by savings and loan or simply loan projects in addition to development measures associated with combating desertification. Some of the above-mentioned measures are ongoing and others are short-term measures.

For the time being, the sources of funding for local actors are: the State, local communities, NGOs and associations, and external partners acting through bilateral and multilateral cooperation arrangements.

With the creation, by Decree No. 93/PM/CNEDD of 5 November 1997, of a technical commission on financing of the National Environmental Plan for Sustainable Development, Niger is in the process of defining new forms of financing for desertification control. However, the deliberations of the technical commission have not been completed. The situation will have to be reviewed to determine the modalities for the operation of this fund and the establishment of a structure charged with its administration.

In order to complete the process of elaboration of the NEPSD and NAP-CD/NRM, the State has mobilized resources at national and international level.

More than 1.2 billion CFA francs were mobilized by the State and its cooperation partners. Niger alone mobilized 500 million CFA francs (all projects taken together) or 41.86 per cent of the total amounts committed. This illustrates the full importance it attaches to combating desertification and its consequences.

In the efforts to combat desertification, Niger has benefited from the technical assistance both of African countries and southern countries in the framework of technical cooperation among developing countries (TCDC), as well as from countries of the North, and also from some specialized regional and international organizations.

7. **Review of benchmarks and indicators used to measure and evaluate progress**

While important observation and follow-up arrangements and desertification information systems exist in Niger under the various regional and international projects and institutions in the country, it has to be noted that access for the various actors to information remains very limited. Furthermore, very few consultation mechanisms exist for the analysis of results. Each structure evolves according to its own interests, without taking account of the presence or needs of the others. The absence of a national desertification information system may explain in part this state of affairs.

Urgent work needs to be undertaken by the NCB, which must make every effort to cater for the various actors: national indicators based on the COP-2 methodology and on current experiences in Niger and a national system ensuring the flow of reliable information.

NIGERIA

Background

Nigeria is located between latitudes 4°N and 14°N and longitudes 2° 2' and 14° 30' East. By virtue of its spatial extent the country encompasses various climatic regimes and physiographical units representing a wide variety of ecological zones such as rainforest Guinea savanna, Sudan savanna and Sahelian vegetation. The Sudan and the Sahelian savanna lie within latitudes 12° N and 14° N. The semi-arid zone, which comprises the Sudano-sahelian region is by its nature and characteristics susceptible to desertification process. This zone is most vulnerable to climatic and human pressures arising from rapidly increasing population and intensive economic activities. The problem of desertification therefore, requires urgent attention, in a holistic manner, so as to ensure that the semi-arid zone continues to support the socio-economy of the area.

Extent and Severity of Desertification

The extent and severity of desertification in Nigeria has not been fully established neither the rate of its progression properly documented. Nevertheless, it is estimated that the country is currently losing about 351,000 hectares of its landmass to desert conditions annually, and such

conditions are estimated to be advancing southwards at the rate of about 0.6km per year. Desertification, which is affecting the 10 northern States is considered as the most pressing environmental problem and accounts for about 73 per cent out of the estimated total cost of about US$ 5.110 billion per annum the country is losing arising from environmental degradation.

Past National Efforts to Combat Desertification

The Sahelian drought of 1972/73 set into motion the establishment of afforestation programmes, the construction of dams for irrigation and the establishment of appropriate national institutions. Such institutions include the River Basin Development Authorities (RBDAs), the Forestry Management, Evaluation and Coordinating Unit (FORMECU), and National Coordinating Committee on Desertification Control (NCCDC).

National Policies

Government has taken cognizance of the multi-sectoral problems of desertification. In this regard, it has developed a number of policies and plans ranging from agricultural to energy. Some of the policies relevant to desertification control include the National Policy on the Environment and the National Agricultural Policy.

Plans and Strategies

In addition to these policies, some plans and strategies have been put in place. These strategies and action plans contain elements that address the issue of desertification. Some of these include the Nigerian National Environmental Action Plan (NEAP), and the States Environmental Action Plans (SEAPs). The SEAPs were prepared for each of the 36 States of the Federation and the Federal Capital Territory through participatory processes of planning and action, which seeks to integrate socio-economic and ecological perspectives into all the States' policies, plans and programmes as well as those of all stakeholders and interest groups within the State. For those States in the desert-prone region, their SEAP Reports prioritized their environmental problems with desertification ranking as the most important problem.

Others include the National Forestry Action Plan, the National Conservation Strategy, the Natural Resources Conservation Action Plan, the National Water Resources Master Plan, the National Biodiversity Strategy and Action Plan, the Green Agenda of the VISION 2010 Report and the Nigeria's National Agenda 21.

Legal Framework

Prior to the coming into force of the United Nations Convention to Combat Desertification, certain national and State laws and regulations, which relate directly or indirectly to desertification control or related matters have been in force in Nigeria. In many situations, these laws contain provisions that address the causes of desertification such as deforestation, over-exploitation of natural resources, inappropriate agricultural practices, bush burning, etc. Such laws include the Federal Environmental Protection

Agency (FEPA) Decree, the National Parks Decree 101 of 1991, the Environmental Impact Assessment (EIA) Decree No. 86 of 1992, the Endangered Species (Control of International Trade and Traffic in Fauna and Flora) Decree, 1985 and the National Water Resources Decree No. 101 of 1993.

At the State level, most of the States in the country have forestry, agricultural and wildlife laws, bush burning and grazing reserve regulations. These categories of laws are directed at controlling the notable causes of desertification earlier enumerated. The most significant of these laws relevant to desertification control are the forestry laws most of which are outdated and require review.

Institutional Framework

Several institutional arrangements have been put in place in the country for management of matters relating to desertification even before the advent of the CCD. Some of the institutions are policy-making bodies while some are actually involved in implementation of deliberate government policies and projects to prevent and mitigate the menace of desertification. The Federal Environmental Protection Agency was set up in 1988 and charged with the responsibilities on environmental protection, biodiversity and natural resources conservation including policy matters relating to desertification control and is in fact the National Focal Point for the CCD in Nigeria. Other institutions relevant to desertification control include the following:

- Federal Ministry of Agriculture and Natural Resources
- Department of Forestry in the Federal Ministry of Agriculture and Natural Resources
- Forestry Management Coordinating Committee (FORMECU) established to coordinate and monitor the implementation of Forestry II Programme
- National Parks Service established to manage all the National Parks in Nigeria
- Federal Ministry of Water Resources and Rural Development is responsible, inter alia, for management of water resources generally in the country including River Basin Development Authorities in the Country established to capture, store and distribute water resources for irrigation, fishing and other agricultural purposes
- Centre for Arid Zone Studies/Centres for Energy Research

Bilateral/Multilateral Institutions

Nigeria is involved in a number of bilateral and multilateral relations, which directly or indirectly relate to desertification control. These include the Secretariats of CCD, LCBC, NNJC, AMCEN, CILLS, ECOWAS, the USAID and DFID. Others are the World Bank, ADB, UNDP, IUCN, WWF and RSPB. The Government

has also interacted with a number of civil society organizations such as Nigerian Environmental Study Action Team (NEST), Nigerian Conservation Foundation (NCF), Savannah Watch, Farmers Unions, Women's Associations, etc.

The primary institution that is charged with the responsibility for desertification control at the State level is the Department of Forestry in the State Ministry of Agriculture and Natural Resources. Other institutions relevant to desertification control include the State Environmental Protection Agencies (SEPAs) charged with the responsibility of protection of the environment and biodiversity conservation. The State Environmental Protection Agencies and the State Ministries of Agriculture and Natural Resources in the 10 States prone to desertification are members of the NCCDC.

Ongoing Measures

There are some ongoing interventions that are geared towards desertification control in Nigeria. These are measures to alleviate poverty, conserve biodiversity, restore degraded lands, and promote desertification awareness activities and environmental education programmes. Other measures include the development of an environmental information system, conducting research and surveys, promoting energy efficiency and renewable energy technologies, institutional strengthening and capacity-building measures.

Planned Programmes and Activities

Given the magnitude and extent of desertification in the country, Government future programmes will focus on arresting desertification by protecting desert prone areas, rehabilitating affected areas and institutionalizing drought-ameliorating measures. It is also envisaged that by the year 2010, environment friendly technologies such as solar water heaters, solar stills, solar dryers, photo-voltaic water pumping village solar electrification projects and solar power refrigerators for rural health centres would have been put in place.

Consultative and Participatory Process

In recognition of the need for the involvement of all stakeholders in the preparation of Action Programmes to combating desertification, Government has collaborated with relevant NGOs, CBOs, Organized Private Sector (OPS), and Community leaders, the academic and research institutions, sub-regional and multilateral organizations. In general, collaboration has been with ECOWAS, CILLS, LCBC, the World Bank, UNDP, UK (DFID), the United States Government, NGOs such as IUCN, WWF, RSPB, NEST and NCF, etc.

Sources of Funds

The Federal Ministry of Agriculture & Natural Resources and the Federal Environmental Protection Agency are the key institutions responsible for the implementation of desertification control in the country. These institutions derive their funding from annual grants in aids through the Federal Ministry of Finance, special grants from the Ecological Fund Office and residual funding assistance either in cash or in kind from bilateral and multilateral organizations. The Ecological Fund is a special fund, made up of 2 per cent

of the annual Federation Account, set aside by the Federal Government for the amelioration of ecological problems including desertification.

The major projects funded from annual budgetary allocations include the Arid Zone Afforestation Project and the National Tree Planting Campaign.

International Assisted Programmes/Projects

The drought of the 1970s and 1980s in the Sahelian zone of the country led to breakdown of biological processes, depleted water supplies, slow growth of trees and loss of livestock and crop production. Government action led to harnessing of Lomé funds to support three programmes in the drought-affected areas. These include the Sokoto Environment Programme, the Sokoto Environment Programme and the Northeast Arid Zone Development Programmes.

Other major multilateral programmes include the World Bank Forestry II Project and The HadejiaBNguru Wetlands Conservation Project.

Review of Benchmarks and Indicators

Nigeria is in the process of establishing benchmarks and indicators for developmental projects including desertification control programmes and projects. The National Planning Commission is responsible for monitoring all projects. However, the Commission collaborates with the Federal Environmental Protection Agency in monitoring environmental projects. Other various Government agencies are also engaged in monitoring of their respective sectors as part of their responsibilities for the country's developmental efforts.

Conclusion

This Report contains a synopsis of the state of desertification in the country, historical trends and past national efforts as well as ongoing and planned measures for combating the fast spreading desert conditions. It also highlighted the inability of Government to provide adequate funds for desertification control and emphasized the need for the review and streamlining of policies and legislation targeted at arresting the spread of desert conditions. The Report finally paid particular attention to the crucial issue of a NAP and the development of indicators and benchmarks for monitoring desertification conditions and progress being made in the execution of programmes of intervention.

RWANDA

I.1 State of the environment in Rwanda

Rwanda is situated in the centre of Africa and has a total land area of 26,338 square kilometres. It is bounded to the north by Uganda, to the east by Tanzania, to the south by Burundi and to the west by the Democratic Republic of the Congo. It has a population of about 7,500,000, mostly rural and agricultural. Rwanda faces critical problems of population pressure, poverty and illiteracy, underlying the environmental degradation observable in

the country, including erosion, increasingly rapid deforestation, declining soil fertility and the disappearance of animal and vegetable species owing to the continued reduction of their natural habitat.

These problems have almost always existed in Rwanda but recently they reached a peak with the war from October 1990 to July 1994, when more than 15,000 hectares of forest were destroyed, 35,000 hectares were damaged, and 80 per cent of cattle and 90 per cent of small ruminants and poultry were killed and consumed, without forgetting the human resources that perished during the war, and especially during the genocide from April to July 1994.

It was after the genocide and massacres of 1994, therefore, that Rwanda included among its priorities actions capable of contributing to the achievement of sustainable development, which in the case of Rwanda necessitates and will first of all involve the rehabilitation of basic infrastructures and restoration of the natural and biological heritage destroyed during the war.

The environmental problems in Rwanda are felt in various sensitive areas, including:

- In agriculture, with low soil fertility caused by overexploitation of the land and erosion;
- In the forest sector, with the gradual reduction in the extent of protected areas having a negative impact on biodiversity;
- The underutilization of other sources of energy and the strong dependence of households on wood and vegetable residues as sources of energy;
- The anarchic exploitation and inadequate management of marshland areas, causing them to dry out;
- The insufficient participatory role of women in environmental protection;
- The weak integration of the environmental dimension into teaching programmes.

I.2 Development strategies

In the socio-economic field Rwanda is sparing no effort to encourage women's participation in the rational management of natural resources.

In the context of desertification control Rwanda is making efforts to integrate the environmental dimension into its policy.

With regard to the protection of natural resources our country has given particular emphasis to the most vulnerable areas by formulating appropriate laws.

We may cite the law on protected areas, the forestry law, the law on water, the real estate law, the law concerning marshland development, the law dealing with physical planning and the law on the environment which is in the course of preparation.

I.3 Participatory process to support the elaboration and implementation of the national action programme

Rwanda undertook desertification control activities before the adoption of the CCD and has been pursuing them ever since, thanks to the strong partnership maintained with local communities, the ministries directly or indirectly concerned with environmental issues and the foreign countries which are financing environmental projects.

In the context of the elaboration of the NAP, Rwanda intends to set up the National Coordinating Body at the earliest possible date.

I.4 Measures taken under the NAP

Measures to address environmental problems date from 1920, which saw the creation of protected areas and the institution of measures to protect land by combating erosion.

Efforts aimed at soil conservation and the reconstitution of damaged ecosystems are being pursued in Rwanda.

Furthermore, the elaboration of the NAP in the context of implementation of the CCD is part of national policy on environmental protection.

Moreover, while efforts in the field of conservation of natural resources have often been directed by the State, new trends are now emerging with the encouragement of the participatory approach.

Despite the constraints in terms of human, material and financial resources, Rwanda intends to begin the elaboration of the NAP as of July 1999.

I.5 Benchmarks and indicators to measure and evaluate progress achieved

In order to ensure the advancement and success of implementation of the CCD, several indices may be taken into account:

- Level of public awareness;
- Degree of conservation of rainwater;
- Degree of overburdening of pastureland;
- Reforested area, etc.

SENEGAL

The adoption by the international community, on 17 June 1994, of the United Nations Convention to Combat Desertification (CCD) marked a breakthrough in giving effect to the commitments made during the United Nations Conference on Environment and Development (UNCED), held at Rio de Janeiro (Brazil) in 1992.

Senegal is one of the first countries to have signed and ratified the CCD, thereby demonstrating the importance attached by the highest authorities to combating desertification.

A Sahelian country with a semi-arid tropical climate, Senegal has been severely tested since the 1970s by a succession of droughts and by strong pressure on natural resources.

With a growth rate of some 2.7 per cent, the country's population is estimated at 8.8 million, of whom 61 per cent live in rural areas, but with a strong concentration around major urban centres such as Dakar, the capital (density of 3,796 in 1997 as against a national average of 45).

This population growth is not matched by economic growth, which has been strongly impeded by the impairment of natural resources, the productive base of the national economy. Furthermore, the structural adjustment policies instituted since 1978 and the recent devaluation of the CFA franc have not made it possible to remedy in any significant way the precariousness of people's living conditions, both in rural and in urban settings.

It is in this context that Senegal, as part of its obligations as an affected country party to the CCD, has endeavoured over a period of three years to elaborate the principal instrument for implementation of the Convention, namely the National Action Programme (NAP).

The preparation of the NAP has been linked to the elaboration of the National Environmental Action Plan (NEAP), which for our country provides the overall strategic framework for enabling the environmental dimension to be taken into account in the economic and social development process.

Because of the cross-cutting, cross-sectoral and subregional nature of desertification, a linkage has also been sought with other strategies and plans under way in the socio-economic field (poverty alleviation, health, education and training, agriculture, forestry, livestock raising, energy, hydropower, etc.). Account is also being taken of the lessons drawn from previous experiences in combating desertification at the national level.

In general terms, Senegal now has an institutional and legal framework which has promoted a participatory and decentralized approach in the process of elaboration of the NAP and should guarantee its proper implementation.

Several favourable factors at the institutional and legal level may be singled out in this connection:

- The process of regionalization, which confers on local communities broad powers with regard to the management of natural resources and the environment. Thus, several activities relating to desertification control are now administered by the communes, rural communities and regions;

- The adoption of a new forestry code (Law No. 98-03 of 8 January 1998 and Decree No. 98-164 of 20 February 1998) allowing for decentralized administration of forest resources by local communities on the basis of local management plans approved by the State representative;

- The organization of various categories of non-governmental actors in structured and federal contexts broadly in keeping with the level of administrative decentralization;

- The existence, at all levels of the national territory (regions, departments, districts), of decentralized technical administrative services charged with supporting producers;

- The institution of the Higher Council on Natural Resources and the Environment (CONSERE) (by Decree No. 93-885 of 4 August 1993), as a framework for consultation between the various actors and harmonization of the various sectoral policies relating to management of natural resources and the environment.

CONSERE, acting as NCB, is an interministerial structure with three organs:

- The Interministerial Council, the decision-making body, chaired by the Prime Minister;

- The Standing Committee, the monitoring body, chaired by the Minister for the Environment;

- The Permanent Secretariat, the executive body, with a multidisciplinary team headed by a Coordinator appointed by the Minister of the Environment and Nature Protection.

Through the National Focal Point (NFP) charged with coordinating the implementation of the CCD, it:

- Organizes and directs working groups on central themes and management of natural resources;

- Develops information and consultation for the various socio-economic partners concerned with natural resource management and environmental protection;

- Ensures the consistency of the NAP with other planning exercises and with the SRAP.

The CONSERE Permanent Secretariat has been housed since January 1998 by the Ecological Follow-up Centre (CSE), of which the Director-General was appointed Permanent Secretary, thus enabling the NCB to function and, in particular, to finalize successfully the process of elaboration of the NAP.

With a view to putting into practice the main provisions of the Convention relating to the development of a dynamic partnership between the various actors at all stages of the process, a consultative study group (GCR) representing all categories of actors (State services, training and research structures, NGOs, private sector, associations, producers, women, young persons, media professionals, locally elected officials, etc.) has been put in place.

The creation of this group has enabled the operation of a collective steering mechanism for the preparation of the NAP/CD through consultation, coordination and periodic evaluation during the entire process. This arrangement should permit an equally participatory implementation.

All the work carried out until the present has been made possible through the commitment of all the categories of actors and the support of international partners, notably UNDP-UNSO, USAID, the Netherlands, France, GTZ, CIDA, the CCD secretariat and CILSS. In Senegal, all these partners are represented in the informal group of active stakeholders in the environment, with secretariat services provided by the Netherlands.

This group is intended to enable exchanges of information between the international partners with a view to ensuring the consistency of measures pursued by each of them. Through the extended consultation meetings in the Permanent Secretariat, this group is regularly informed about the advancement of the process and, whenever necessary, has given its views and made suggestions.

During the process, without specific resources being made available for the preparation of the NAP, the State has had to adopt various strategies (CONSERE in the CSE, promotion of consultation, various forms of institutional support) to enable its completion. Likewise, with some development partners during the elaboration phase, the financial resources initially provided for by the NCB could not all be mobilized in time and fully. That has led to some delays with respect to the original timetable.

With the commitments reaffirmed by the stakeholders and the forthcoming adoption of well-adapted funding mechanisms for the NAP, substantial mobilization of the resources required can be expected with participation from the State, non-governmental actors and development partners.

Similarly, a number of measures have now been decided upon with a view to:

- Redynamizing the informal process of consultation between international partners/NCB/other actors;

- Strengthening the capacities of the actors and of the NCB;

- Strengthening the institutional and legal framework;

- Strengthening technical cooperation;

- Setting up as soon as possible a more integrated funding mechanism for desertification control, which will receive financial inputs from various sources (State, local actors, donors);

- Strengthening national capacity and the capacity of the actors with regard to observation and follow-up, information and evaluation of the process of desertification and follow-up/evaluation of the NAP process and of the structural and operational actions taken within the NAP and in the Priority Action Programme (PAP).

At this early NAP implementation phase, some actions are being conducted under the support project for NAP implementation financed by the GTZ.

Within this framework, a programming workshop on NAP implementation was organized in February 1999 and PAP drafting missions were sent in May 1999 to sites identified within six ecogeographical zones. Some partners have already committed themselves to participating in the funding of the PAP in particular and of the NAP in general.

With regard to actions in the field, mention should be made of the following:

- Strengthening of the potential for reforestation, which increased the annual output of plantings from 6-7 million to 12 million with a major contribution from non-governmental actors (nearly 40 per cent);

- Strengthening of environmental education, enabling it to reach 130,000 pupils and become gradually integrated into school curricula;

- Training courses for local officials and collaboration with the regional councils in the context of skills transfers, particularly with the implementation of regional forestry plans;

- Strengthening and development of information, education and awareness-raising activities related to desertification.

At the same time, collaboration with the development partners was reaffirmed in the framework of NAP implementation and this has made it possible to launch some major projects, such as:

- The Senegalese-Mauritanian project on biodiversity conservation in the Senegal valley at a cost of US$ 12 million by the GEF over a period of six years;

- The Diourbel agro-forestry project financed by IFAD at a cost of US$ 12 million over five years;

- The creation of a national forestry seed centre with the support of the Netherlands at an overall cost of nearly 1 billion CFA francs as from January 1999.

SOUTH AFRICA

Since the inception of the Government of National Unity in 1994, numerous new strategies have been developed, of which the two most important ones were the Reconstruction and Development Programme (RDP), a socio-economic framework for rebuilding the nation and the Growth, Employment and Redistribution Policy (GEAR), a strategy for rebuilding and restructuring the economy in keeping with the goals as set out in the RDP. The similarities between the Convention to Combat Desertification (CCD) and these two documents are evident: democratization of processes, inclusion of the population in all decision-making activities that affect their lives to empower them to be responsible for shaping their lives, and the development of an integrated programme in an economically enabling environment. These will form the cornerstones of the National Action Programme (NAP) which is in the process of being developed and which will serve as the policy for the implementation and monitoring of the CCD.

Many other documents will be taken into consideration when formulating this draft framework policy to combat desertification.

While numerous actions have been ongoing for a number of years to combat land degradation unfortunately not much information on combating land degradation prior to the UNCCD is available. However, recent research undertaken indicated that more than 25 per cent of South Africa's soil is already severely degraded.

As far as the institutional measures taken to implement the Convention are concerned, South Africa established a national coordinating body, the Steering Committee (SC) in 1995. Although not a statutory body, it plays a vital role, advising, giving guidance and overseeing the activities of the NAP process.

The CCD Focal Point for the implementation of the CCD rests with the Department of Environmental Affairs (DEAT), headed by the Minister of Environmental Affairs and Tourism. The NGO Focal Point is the Environmental Monitoring Group (EMG), a Cape Town-based policy and advocacy organization which represents civil society.

Other measures adopted to strengthen the institutional framework include a more representative Reference Group (RG) and various task groups to assist in the NAP process in different ways.

The SC's financial resources are contributed by each department in terms of their budget, manpower and materials. The Department of Agriculture (NDA), the Department of Water Affairs and Forestry (DWAF) as well as the Department of Environmental Affairs and Tourism (DEAT) have budgets for combating

desertification. The EMG employs two staff members and overheads are covered by GTZ funding. In kind contribution of all the SC members comprises staff hours and office infrastructure.

All SC members have telephones, faxes, e-mail and Internet connections and access to photocopy machines. The DEAT has a Website with a section on desertification. A Website specific to the CCD is being planned.

Other information regarding desertification can be obtained from universities, parastatals such as the Human Sciences Research Council (HSRC), the National Botanical Institute (NBI) and the Agricultural Research Council (ARC). A Soil and Water Conservation Audit has recently been completed by the CSIR for DWAF. The Potchefstroom University also maintains a database on soil conservation techniques.

South Africa has been approached by the Observatoire du Sahara et du Sahel (OSS) to set up a Desertification Information System (DIS) in the framework of the CCD. This process is beginning at the end of May 1999.

Measures adopted to adjust or strengthen the institutional framework include a review of the mechanisms available for coordination and harmonization of actions to combat land degradation which will inform the SC where the CCD will be placed within government.

Measures adopted to strengthen existing institutions at the local and national level include the LandCare programme, which will have strong linkages with the NAP programme of the CCD. Community projects at grass-roots level such as this programme enable effective participation at local level in activities identified as part of the NAP.

The existing mechanisms for coordinating and harmonizing desertification control actions include a MinMec Forum at the Department of Agriculture. The ITCA (Interdepartmental Technical Committee on Agriculture) is an existing forum from which a working group on LandCare is functioning. Provincial LandCare forums establish linkages with local people and have been informed on the CCD process and its linkages with LandCare. The DWAF has a MinMec which deals with water issues.

The NAP will be made coherent with other environmental strategic and planning frameworks through research of existing policies and strategies and will form linkages with national, intra-regional and local approaches. Linkages with subregional and regional action programmes will also be effected mainly through cooperation with the Land and Management Sector (ELMS) of the Southern African Development Community (SADC) which often serves as a platform where partners can communicate at the subregional level.

Apart from the screening of existing strategies, plans and policies related to the combating of desertification, an analysis of legislation on environment and related fields will also be conducted. This analysis will include macroeconomic policies, cross-sectoral transversal policies as well as legislation pertaining to the environment, water, agriculture and land to ensure a coherent and functional legal and regulatory framework which will engender the development of natural resource management capacity.

In line with the CCD, a range of consultative processes will ensure participation of local communities. However, consistency in such processes has not been achieved. Decentralization of activities resulting in capacity building and empowerment of local populations are effected through certain NGO and government programmes such as the Community Land Management Programme (Environment and Development Agency (EDA)), LandCare (NDA), Working for Water (DWAF), Integrating Environmental Planning in the Land Reform Process Project (Department of Land Affairs) and Integrated Development Planning (Department of Constitutional Development). However, these efforts are not yet either comprehensive, or widespread in their application.

As far as partnerships are concerned, valuable alliances have been built with many stakeholders in the field of land degradation. Although these partners did not participate in all stages of the process, they were readily available and could be reached by means of electronic communication and other methods.

International partners provided donor funding, backstopper services and technical advice in support of the eventual formulation of the NAP. The following international donor agencies contributed to various actions of the NAP process: Gesellschaft fuer Technische Zusammenarbeit (GTZ), Norwegian Government, UNEP/UNSO, International Development Research Centre (IDRC), the Netherlands Government and the Australian Government.

Informal consultation and harmonization between the partner countries and the SC include the exchange of information, exchange visits, technical cooperation and networking at international, regional and subregional forums, through electronic and other communication means.

Meetings take place at various levels and at different intervals and for different reasons.

South Africa is also one of the members of the Valdivia Group, a group of seven Southern Hemisphere countries (Argentina, Brazil, Uruguay, Chile, South Africa, New Zealand and Australia) who organized themselves to address various environmental problems. South Africa acts as the desertification coordinator of this group.

Synthesis and evaluation of activities undertaken in the field of combating desertification include a study on Land Degradation in South Africa by Timm Hoffman and Associates. Numerous technical programmes are under way within the NAP process and several pilot projects have also been embarked on by SC members. All these experiences will provide data and learning to be incorporated in the NAP. The decentralization of the NAP process and the inclusion of the CCD principles will commence with a pilot project in the Northern Cape, one of the nine provinces in South Africa.

The NAP process has not yet been concluded. The audit referred to (Land degradation in South Africa) has been finalized and an analysis of other policies is about to commence. Practical measures to combat land degradation are ongoing and the NAP will endeavour to bring all the actions together in one document.